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STRENGTHENING OF THE COORDINATION OF HUMANITARIAN AND DISASTER RELIEF ASSISTANCE OF THE UNITED NATIONS, INCLUDING SPECIAL ECONOMIC ASSISTANCE: SPECIAL ECONOMIC ASSISTANCE TO INDIVIDUAL COUNTRIES OR REGIONS

Emergency assistance to Burundi

Report of the Secretary-General

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I. INTRODUCTION

1. The present report is submitted pursuant to General Assembly resolution 50/58 K of 22 December 1995 on the special emergency assistance for the economic recovery and reconstruction of Burundi.

2. In its resolution 50/58 K, the General Assembly expressed its concern, inter alia, that Burundi continued to face a social and political crisis, the adverse consequences of which were manifest in human rights abuses, the destruction of economic and social infrastructures, declining production and external trade and shrinking public revenue. It was also concerned about acts of sabotage, perpetrated by armed bands against the Government, designed to stifle the national economy by paralysing the movement of persons, goods and services and by destroying energy infrastructures. The General Assembly called for increased international assistance to aid the recovery of the country and to provide humanitarian relief to the victims of the conflict. It recognized the efforts of the Government of Burundi to address these problems and noted that the country had the capacity to achieve appreciable economic results and that an improved economic situation would contribute to the consolidation of peace.

3. The General Assembly also requested the Secretary-General, in close cooperation with the Secretary-General of the Organization of African Unity (OAU), to coordinate the activities being implemented by the United Nations system to adequately meet the needs of the people of Burundi and to mobilize the assistance of the international community. The Assembly requested the Secretary-General to report to it at its fifty-first session on the implementation of the resolution.

4. The present report contains information received from the Member States and organizations of the United Nations system as at the end of August 1996 regarding the implementation of resolution 50/58 K.

II. KEY DEVELOPMENTS DURING THE PERIOD FROM SEPTEMBER 1995 TO AUGUST 1996

A. General situation

5. On 25 July 1996, the Government of Burundi, under President Sylvestre Ntibantunganya and Prime Minister Antoine Nduwayo, was overthrown in a bloodless military coup. Former President Pierre Buyoya was installed by the Burundi Army as the head of a transitional government. On 30 August, the Security Council adopted resolution 1072 (1996) demanding that all sides in the Burundi conflict cease hostilities, and the immediate initiation of unconditional negotiations towards a comprehensive political settlement. It condemned the overthrow of the legitimate Government and called for the return to constitutional order, the restoration of the National Assembly and the lifting of the ban on political parties. The Council further decided to consider appropriate measures against the leaders of the regime and all factions that continued to encourage violence and obstruct a peaceful resolution of the crisis.

6. The instability that has plagued Burundi over the past years has had profound implications for the efforts of international humanitarian organizations to continue to provide relief assistance to the increasing numbers of victims of the conflict. Economic, financial, material and technical assistance provided by Member States, the organizations of the United Nations system and intergovernmental and non-governmental organizations has had to be severely reduced owing to increased insecurity and the lack of progress on initiatives aimed at political reconciliation. Emergency humanitarian assistance to the people of Burundi, as requested by the General Assembly and the Organization of African Unity, has also been affected by operational difficulties and the sanctions imposed on Burundi by the regional African States at the Second Arusha Regional Summit on 31 July 1996. The regional States have set up a mechanism to coordinate the implementation of the sanctions and to monitor enforcement - the Regional Sanctions Coordination Committee (RSCC) - chaired by the Tanzanian High Commissioner to Kenya. In consultation with the members of RSCC, the United Nations is currently trying to establish a mechanism to ensure that these sanctions do not impede the delivery of vital humanitarian assistance to the most vulnerable sectors of the Burundi population.

B. Political and security situation since September 1995

7. Political and security developments over the past 12 months exemplify the relentless nature of the prolonged conflict in Burundi. Over the past year, in particular, the general climate of insecurity and political instability in Burundi has become endemic, ultimately culminating in the military overthrow of the Government in July 1996. Throughout 1996, there has been a steady progression of incidents of violence spreading to almost every province of the country, with rebel groups stepping up armed attacks. In March 1996, intense fighting spread to the central and southern provinces, regions previously untouched by the conflict. Both rebel groups and national forces have been involved in mass killings of civilian populations. The vicious cycle of atrocity and counter-atrocity has resulted in an estimated 150,000 casualties and 300,000 people being displaced throughout the country since 1993. In response to the deteriorating situation, thousands have fled Burundi, seeking shelter in neighbouring Zaire, the United Republic of Tanzania and Rwanda.

8. The violence in Burundi largely reflects the growing disparity between the diverse political perspectives existing in Burundi today. Despite attempts to facilitate dialogue, in particular through the mediation of former Tanzanian President Julius Nyerere, various political groups have been unable to reach a common position on a peaceful settlement to end the conflict.

9. Fighting in the north-western regions of Bubanza and Cibitoke at the beginning of the year resulted in significant movements of Burundian nationals across the border into eastern Zaire. For nearly two weeks, as many as 160 refugees per day were reportedly crossing into Uvira. In late March, the security situation again deteriorated, with a significant increase in rebel attacks on civilian populations in the Karuzi and Gitega Provinces. The attacks were met with counter-insurgency operations by the armed forces. These attacks resulted in significant casualties and the displacement of more than 100,000 persons. Increased tension in Gitega forced the Hutu Governor to leave his post

and flee to Bujumbura. By mid-April, United Nations agencies had restricted humanitarian activities to essential emergency operations. Many non-governmental organizations suspended regular programming and withdrew staff from areas seriously affected by the fighting.

10. Relations between Burundi and Zaire became strained following the decision of the Government of Burundi to close its frontier with Zaire in mid-April. Government authorities believed that this action would impede rebel infiltration and arms trafficking. Zaire responded by a retaliatory closure of its border with Burundi. Though Zaire hoped to stem refugee movement into Zaire, some 25,000 Burundians crossed into Zaire from Cibitoke and Bubanza between late April and mid-May. The border closures have caused significant logistic complications for humanitarian operations. In particular, the delivery of food from Bujumbura to Uvira was complicated because the World Food Programme (WFP) had to depend heavily on barge transports from Kigoma for its Uvira pipeline.

11. On the eve of the coup d'état, two massacres of civilian populations, allegedly at the hands of Hutu rebels, contributed to a further deterioration of the security situation. Nearly 100 displaced persons were killed during an attack on a tea factory in Teza, Muramvya on 3 July. On 20 July, more than 300 displaced Tutsis were killed in Bugendana, Gitega. Reprisals by the army against Hutus were equally counterproductive to a calming of the situation in Burundi. The cycle of atrocities undoubtedly added to the widespread belief that the authorities were losing control of the situation, which led to the coup d'état of 25 July 1996 (see S/1996/116 and S/1996/660). The Security Council immediately condemned the overthrow of the legitimate Government by the military and, along with OAU and neighbouring countries, called for the restoration of the elected Government.

12. The economic situation in Burundi has now reached a critical juncture. Burundi was one of the world's poorest countries even before the conflict of October 1993. Small, landlocked and with relatively few natural resources, its primary export crop is coffee, whose world market price collapsed in 1987 and has fluctuated unpredictably ever since. The conflict has greatly added to the country's economic burdens. Agricultural production, which contributed about half of Burundi's export earnings, has been severely disrupted, while its economic infrastructure, notably electricity, has been weakened. Repeated sabotage attacks on power lines and border closures have resulted in a combined loss of millions of dollars by private and public businesses operating in Burundi. Investment and external financing have dramatically fallen since 1990, while indebtedness has risen. External investment aid fell, from US$ 223 million in 1992 to an estimated $35-50 million in 1995, while technical cooperation fell from $94 million to an estimated $20-30 million over the same time period. Insecurity throughout the country has had seriously adverse effects on the gross national product (GNP) and the national currency and currency reserves. The Burundi franc registered at 317.35 against one United States dollar in late June, in comparison to 286.13 in the previous month. Overall, the gross domestic product (GDP) is estimated to have fallen by 12 per cent in 1993 and 1994. Per capita income, at $214 in 1990, had dropped to about $180 by the end of 1994. The effect of sanctions, if strictly applied, could further devastate the economy.

13. In the light of the serious political and security problems existing in Burundi today, the issue of reintegrating Burundian refugees into their home communities has been left largely unaddressed. Refugees from Burundi in Uvira number approximately 110,000, a figure that is rising. In the United Republic of Tanzania, more than 100,000 Burundi nationals have sought refuge. Accurate numbers of displaced persons are not available, but it is believed that more than 300,000 displaced persons are scattered throughout the country. While many of these populations have access to land, the crops harvested are often of low quality. Furthermore, these populations do not always have access to proper water, sanitation or health facilities.

C. Humanitarian situation

14. Since the end of 1995, intense fighting and attacks on the civilian population throughout the country have not only greatly reduced the ability of the humanitarian community to reach people in need or to plan for longer-term interventions, but have also made the humanitarian situation in Burundi extremely precarious. The current extreme insecurity has seriously affected comprehensive multisectoral projects aimed at meeting emergency needs in Burundi. The spreading conflict has made it difficult for government authorities to provide adequate guarantees for the safety of humanitarian workers, and the lack of security has seriously impeded aid agencies' access to the most vulnerable populations. Equally worrisome, the politicization of the inter-ethnic conflict itself has made it ever more difficult for humanitarian organizations to be perceived by the population as neutral, as their assistance is judged to favour one side or the other. Threats against humanitarian personnel have occurred regularly and a number of international humanitarian agencies have been forced to suspend their activities and to pull out of the country following threats to staff.

15. In November 1995, the Government of Burundi convened a "friends of Burundi" meeting with the international community in Bujumbura as a precursor for a proposed round table in the months to follow. At the meeting, however, donors made it clear that certain conditions would have to be met to improve the political and justice climate before such a round table could be considered. Following this, international pressure on the Government of Burundi to organize a national debate, where different political perspectives could be shared, increased. The national debate did not materialize, and the round table was not convened.

16. In December, there were a series of attacks, targeting humanitarian organizations, in both Gitega and Ngozi Provinces. Residences and offices of humanitarian organizations were the scene of a number of grenade attacks, some resulting in the injury of local and international personnel. All humanitarian organizations, with the exception of the Office of the United Nations High Commissioner for Refugees (UNHCR), temporarily suspended their activities and evacuated personnel to either Bujumbura or Nairobi. Following these attacks, donors reaffirmed their position that they would not pledge additional funding to Burundi until the situation improved and guarantees were given for the security of humanitarian personnel.

17. In response to these incidents, the Secretary-General asked the United Nations High Commissioner for Refugees to visit Burundi as his personal envoy to discuss the situation with government officials. The visit took place on 7 and 8 January 1996. The Secretary-General informed the Security Council of the results of the mission in a letter dated 16 January (S/1996/36), in which it was recommended that a technical security mission be immediately dispatched to examine ways to improve existing security arrangements, including the limited deployment of United Nations guards to protect United Nations personnel and premises. On 27 January, the Secretary-General dispatched a technical team, led by the Department of Humanitarian Affairs, to review the possible role United Nations guards could play in providing enhanced security to the humanitarian community. The mission concluded that, in view of the prevailing conditions of violence and instability in Burundi, the deployment of guards in itself would not be able to guarantee the security of humanitarian personnel, but on the contrary, the guards themselves might become targets for extremist groups and aggravate the security problems already faced by relief workers.

18. Shortly thereafter, there was a mass exodus of Rwandan refugees from two of the six refugee camps in the north-eastern province of Muyinga towards the Tanzanian border. The refugees reported intimidating tactics by elements of the Burundi Army. Despite the official closure of the border with Burundi, the Tanzanian authorities permitted access by humanitarian aid agencies to most of these refugees. Some 31,000 refugees reportedly left the two camps, 6,700 returning to Rwanda and some 24,000 moving into the United Republic of Tanzania. By mid-February, UNHCR estimated that 107,000 Rwandan refugees remained in Burundi, mainly in the Kirundo and Ngozi Provinces.

19. Following these incidents, serious concern was expressed by the United Nations High Commissioner for Refugees about the decision of the Government of Burundi to force the closure of refugee camps in the north of the country. On 20 July 1996, the refoulement proceeded, affecting some 15,200 refugees who returned to Rwanda. The closure of Kibezi and Ruvumu camps sent about 10,000 refugees fleeing into the larger Magara camp in Ngozi Province. Fear spread that the authorities would also close Magara camp where some 50,000 refugees were housed. The High Commissioner addressed letters to the Heads of State of Rwanda and Burundi to protest the forced repatriation. In response, expulsions were temporarily halted. Following the coup d'état, Major Buyoya ordered a halt to the refoulement and declared that Burundi would respect international law, including the protection of refugees on its soil.

20. Since then, 23,000 Rwandan refugees have been voluntarily repatriated to Rwanda under UNHCR auspices. To maintain the momentum of returns and to counteract anti-repatriation propaganda in the camps, UNHCR reinforced its mass information campaign and provided aid packages for returnees. In August, there was a mass movement of Rwandan refugees in Burundi back to their home country. Refugees accused the Burundi Army of a deliberate campaign of harassment. By the end of August, only 230 Rwandan refugees, mostly women at the Magara camp, remained in Burundi.

21. Some improvement in the security situation in parts of the country was reported in May 1996. WFP was able to carry out extensive food distributions in Gitega and certain parts of Karuzi to populations displaced by the fighting, and

other organizations resumed their activities. Conditions in other regions that were, at the time, not receiving relief assistance also improved. However, in the light of continuing uncertainties, concerned United Nations organizations and agencies have been working on an inter-agency emergency operations plan to ensure preparedness in the event of any dramatic change in the humanitarian situation. Non-governmental organizations have also prepared and updated their own contingency plans.

22. In spite of these temporary improvements, continued fighting in the north-west remained a great concern. Only the International Committee of the Red Cross (ICRC) was able to operate in Cibitoke Province. In response to reports that as many as 60,000 persons in that region were left without water, ICRC dispatched a water evaluation mission to Cibitoke in early June. Three of the ICRC delegates on this mission were murdered by unknown assailants in an ambush. Further death threats to ICRC staff forced its entire delegation to leave Burundi on 11 June 1996. Pending the results of continuing investigations of the killings, ICRC has not yet decided whether or not to return to Burundi.

23. The prevailing insecurity and recent political changes have led relief organizations to operate in a "stop-and-go" manner which has, so far, prevented the adoption of a longer-term development approach for Burundi. United Nations agencies, as well as non-governmental organizations, were nevertheless able to meet the most immediate relief needs by adopting realistic programmes that took into account current operational constraints. Major United Nations activities included UNHCR efforts to protect Rwandan refugees in the north-east, while continuing to encourage them to return home. The World Food Programme and the United Nations Children's Fund (UNICEF) endeavoured to implement nutrition and education programmes, while addressing requests for immediate ad hoc multisectoral assistance when and where necessary. The World Health Organization (WHO) and the Food and Agriculture Organization of the United Nations (FAO) adapted their activities to provide appropriate assistance in emergency situations and strengthen the capacity of government ministries in the health and agriculture sectors.

D. Implications of the economic sanctions for humanitarian assistance

24. On 31 July, following the Second Arusha Regional Summit, the Governments of the United Republic of Tanzania, Kenya, Uganda, Rwanda, Ethiopia, Zaire, Zambia and Cameroon decided to establish the Regional Sanctions Coordination Committee and announced their collective determination to apply pressure on the authorities in Bujumbura to restore constitutional order in Burundi by imposing comprehensive economic sanctions. As an immediate measure, the regional leaders decided to cut Burundi off from vital supplies, including fuel. The ports of Mombasa, Dar es Salaam and Kigoma were closed for cargo destined to and from Burundi. Its neighbours closed their borders and severed air links with Bujumbura.

25. The Security Council has expressed its unequivocal support to the regional countries' initiative to put pressure on the Burundi authorities to carry out political reforms. At the same time, United Nations humanitarian agencies have

expressed their concern that economic sanctions might threaten vulnerable groups inside Burundi (displaced persons, hospital patients, orphans etc.), whose lives depend on the continued provision of humanitarian assistance by the United Nations system and its partners. The issue was brought to the attention of the Secretary-General of OAU, together with an offer to provide expert services to OAU and RSCC to assist in defining modalities for the application of sanctions with the aim of minimizing their impact upon essential humanitarian assistance, while supporting the objective of the sanctions. A series of guidelines have also been established by the United Nations humanitarian agencies, outlining the minimum personnel and humanitarian supply requirements needed to continue assistance to some 255,000 persons, mostly displaced, in Burundi. The measure was adopted after difficulties were experienced in transporting humanitarian commodities to Burundi. Meanwhile, WFP and UNHCR have maintained stockpiles of commodities for which it was recognized that a humanitarian corridor needed to be immediately established to ensure that a steady flow of essential emergency supplies reached Burundi in order for essential United Nations operations to continue.

26. At its meeting in Arusha on 6 September, RSCC agreed to address the issue of accommodating exemptions for genuine humanitarian concerns in a manner that does not undermine the very essence of the sanctions. RSCC authorized the following exemptions for United Nations agencies for importation into Burundi: baby foods and other essential requirements for infants and hospital patients, emergency medical and laboratory supplies, kerosene for cold chains and vaccines, and communications equipment for United Nations agencies. It was recognized that the exemptions granted represented a positive step towards meeting the most essential requirements for United Nations agencies to continue their humanitarian operations. These exemptions, however, did not make allowances for the import of general foodstuffs and non-food items (shelter materials, water and sanitation equipment etc.), critical for the health and safety of the 255,000 target beneficiaries identified by the United Nations system for priority assistance. According to WFP, food stockpiles held in the country could only feed the internally displaced and dispersed population for one month should replenishing supplies not arrive. With the increased level of insecurity producing newly displaced persons daily, the United Nations system remains concerned that current stockpiles will be depleted and major shortages of essential relief items will soon occur.

27. The sanctions continue to have far-reaching implications for all humanitarian agencies operating in Burundi. While essential supplies of fuel (petrol and kerosene) for cold chain equipment and transport have been exempted for the United Nations and diplomatic corps, non-governmental organizations are not exempt. For United Nations and non-governmental organizations programmes alike, delays in the delivery of supplies have affected a number of major programmes; in particular, UNICEF deliveries of clean water to internally displaced persons have been severely pared down. The effects of fuel shortages have been compounded by the lack of electricity in the capital, forcing humanitarian agencies to divert a significant portion of their fuel supply to run office generators. Other sectors have been similarly affected; FAO has reported that if seeds and other agricultural products required for the upcoming planting season are not allowed into the country, agricultural productivity in the coming season may decrease by as much as 40 per cent.

28. The United Nations continues to work with OAU and RSCC to identify exemptions to the sanctions in order to ensure that essential life-saving support will reach vulnerable populations in Burundi. In early September, the United Nations Resident Coordinator in Kenya was designated as the United Nations Regional Focal Point on Sanctions, whose task it is to act as the principal liaison between the United Nations and the Regional Sanctions Coordination Committee. On 19 September, RSCC granted approval for two regular United Nations flights a week from Bujumbura to Nairobi, ensuring that a vital air corridor remains open for the humanitarian operations of United Nations agencies.

E. Contingency planning

29. International humanitarian organizations are following developments in Burundi closely and have undertaken contingency planning for a humanitarian emergency. Contingency plans, on a country and regional basis, have already been finalized by WFP, UNHCR and UNICEF. UNHCR has updated its regional emergency plan to cope with a possible flow of up to 500,000 refugees from Burundi. At the same time, in response to the fluid situation in the country, United Nations agencies and international non-governmental organizations are expected shortly to finalize a joint operations plan for humanitarian assistance in Burundi, which outlines strategies for the delivery of a maximum level of humanitarian assistance in the event of a serious deterioration of the situation in Burundi.

30. A Department of Humanitarian Affairs rapid response team was dispatched to Burundi in late July to assist in finalizing the contingency planning process and to consult with the designated Humanitarian Coordinator on strengthening coordination arrangements for the United Nations humanitarian programme. The mission also examined technical support needs in the field of telecommunications, transport and logistics, for the Office of the Humanitarian Coordinator, particularly as a standby provision for possible future scenarios; assessed the impact of recent events, including the effect of sanctions on the humanitarian situation; and reviewed the feasibility of the deployment of additional field support staff for the coordination of humanitarian assistance operations.

31. To rationalize the various agency contingency plans and eliminate gaps and overlaps in emergency preparedness planning, an inter-agency strategic planning exercise for the Great Lakes region, involving all humanitarian partners, will be convened at Nairobi in late October. The principal objectives of the exercise will be to coordinate the emergency response to the situation in Burundi from a national and regional viewpoint, and to coordinate resource mobilization strategies for international funding of future United Nations system programmes in the country.

III. HUMANITARIAN AND DEVELOPMENT RESPONSES PROVIDED BY UNITED NATIONS AGENCIES

32. To address the needs of the prolonged crisis in Burundi, while at the same time exercising caution with respect to the security of international personnel, United Nations agencies and non-governmental organizations have had to forgo many traditional programmes and devise new implementation strategies. A closer integration of United Nations activities and a tighter collaboration with national and international non-governmental organization partners have become evident. The United Nations system has adjusted humanitarian programmes with the dual aims of ensuring greater access to vulnerable populations and of safeguarding the provision of uninterrupted assistance in areas regularly affected by fighting and insecurity. Aside from the ongoing provision of multisectoral relief assistance in the food, non-food, health and sanitation sectors, a number of United Nations entities and specialized agencies, including UNICEF, the United Nations Educational, Scientific and Cultural Organization (UNESCO), and the Centre for Human Rights of the United Nations Secretariat, have continued to work with both government ministries and local associations on innovative programming to promote a culture of peace and prevent the spread of human rights violations.

A. Office of the Humanitarian Coordinator

33. The Office of the Humanitarian Coordinator was established in November 1995 to ensure enhanced coordination of United Nations humanitarian activities in a complex and deteriorating humanitarian situation in the country. The designated Humanitarian Coordinator for Burundi is supported by the Humanitarian Coordination Unit, which has the task of assisting the Humanitarian Coordinator in his responsibilities for the coordination of the emergency relief activities of the United Nations system, as well as providing a liaison function with other actors within the humanitarian community. In carrying out these tasks, the Humanitarian Coordination Unit of the Department of Humanitarian Affairs works closely with government ministries, United Nations agencies and non-governmental organizations to ensure effective coordination of assistance to populations affected by the crisis and to discourage overlap and duplication of functions and project implementation. The Office of the Humanitarian Coordinator is linked to the Department's Integrated Regional Information Network (IRIN), based at Nairobi, and provides information and analysis of data concerning humanitarian developments in Burundi, and the wider Great Lakes region, of interest to the humanitarian community, donors, non-governmental organizations, national authorities, human rights organizations, regional institutions, academia and the media.

34. In February 1996, the Department issued the "United Nations consolidated fund-raising document for the Great Lakes region for the period from 1 January 1996 to 31 December 1996". The document was prepared in collaboration with all concerned United Nations agencies to assure funding for ongoing United Nations programmes and possible emergency activities. The document presented project proposals for the Great Lakes region, with a total adjusted funding requirement of US$ 685,069,151. As at 4 September 1996, $478,179,483 (61.7 per cent) of this funding had been secured from the donor community.

35. Additional resource mobilization initiatives have been undertaken to strengthen the Office of the Humanitarian Coordinator with additional staffing and equipment. Appeals have been made to the donor community for financial support totalling US$ 762,612 for the humanitarian coordination structure in Burundi for 1996. In the first half of 1996, only $298,776 had been contributed to the Department's coordination structure and the Department has reiterated its appeal to the donor community for financial support. A further $316,468 is required to ensure that the Office of the Humanitarian Coordinator in Burundi is adequately equipped for the current needs. From the time of its establishment in November 1995, the Office has reported the following contributions for its programme:

1995

Canada	$49 605
United Kingdom of Great Britain and Northern Ireland	$47 550
United States of America	$98 000

1996

Canada	$172 201
United Kingdom of Great Britain and Northern Ireland	$226 575

B. Office of the United Nations High Commissioner for Refugees

36. UNHCR has continued to provide assistance to refugees, returnees and displaced persons over the past year. Programmes have been implemented by UNHCR field personnel and in conjunction with non-governmental organization partners. A priority over the past year has been the implementation of care and maintenance activities and voluntary repatriation programmes for Rwandan refugees located in the camps in north-eastern Burundi. As of late September 1996, following the forced closure of two of the camps and the voluntary repatriation of Rwandan refugees throughout the summer, only some 212 persons remained at the Magara campsite. This figure was down from some 142,600 refugees registered at the end of 1995. In addition, UNHCR assisted in the reinstallation and resettlement of Burundian returnees and displaced persons.

37. While its programme for the voluntary repatriation of Burundian refugees was halted late last year owing to the prevailing unfavourable security environment, UNHCR has continued activities designed to facilitate, in conditions of security and dignity, the return and reintegration of Burundi nationals who took refuge in neighbouring countries during the various stages of the prolonged conflict; to assure minimum subsistence conditions for those who fled their homes for reasons of insecurity; and to support the voluntary return of displaced persons to their home communities by helping revive agricultural activities and contribute to the reconstruction of temporary or permanent

housing. UNHCR also maintained a level of preparedness should a mass refoulement from neighbouring countries occur. In addition, UNHCR provided care and support for urban refugees from Rwanda, Zaire, Somalia, Angola and other countries, pending a lasting solution to their problems. From October 1993 to December 1995, UNHCR spent US$ 29,063,078 for the implementation of these programmes. Another $530,888 was spent from January to March 1996 and estimated costs for the remainder of 1996 are $10,329,340.

C. United Nations Development Programme

38. In recognition of the humanitarian emergency facing the country, the United Nations Development Programme (UNDP) has shifted the orientation of its programming to one based on a 10- to 24-month period, rather than the more traditional period of 24 to 36 months. Since 1993, UNDP has established two successive development programmes, continuums I and II, which have endeavoured to help strengthen institutions and economic management policies. These have included more realistic projects adaptable to the poor security and political climate. The principal sectors covered by UNDP since the crisis, apart from institutional support and development assistance, have been assisting in the coordination of humanitarian assistance, education for peace, reconstruction and support of basic infrastructures, rehabilitation of infrastructures, support for the health sector and rehabilitation of agricultural operations weakened by the crisis. Various support activities are being conducted in close cooperation with United Nations agency partners, such as WHO and FAO.

39. Between October 1993 and December 1995, UNDP has implemented programming valued at $3,061,588, more than half of it going to humanitarian and economic recovery and reconstruction activities. From January to May 1996, another $1,303,932 was spent, again an estimated half going to humanitarian and economic recovery and reconstruction activities.

40. Under continuum II, a programme of cooperation was established, commencing on 12 June 1996 and terminating in December 1997. Under this programme, $8,296,100 has been pledged for activities in the fields of reconstruction, national capacity-building, agriculture, health and education for peace and national reconciliation.

D. United Nations Population Fund

41. Humanitarian assistance provided by the United Nations Population Fund (UNFPA) in Burundi focused on the health of female refugees in the north-eastern camps. UNFPA provided medical and surgical equipment, trained health supervisors, conducted mass distributions of contraceptives and endeavoured to build social awareness on issues of reproductive health. UNFPA also prepared a study in cooperation with UNDP on the situation of female displaced persons. By the end of 1996, UNFPA plans to carry out a more general demographic update of Burundi and to prepare a follow-up study on the situation of female victims of the conflict. The study will assess the socio-juridical impact of the crisis on women and children, as well as its impact on families destroyed by the crisis.

Overall, some US$ 200,000 was allocated to UNFPA programmes from the beginning of the crisis to May 1996.

E. Food and Agriculture Organization of the United Nations

42. In the second half of 1995, FAO responded to a request by the Government of Burundi for further coordination in the area of agricultural humanitarian assistance, with specific emphasis on agricultural inputs. The programme was financed by the FAO technical cooperation programme. As part of the project, FAO plans to assist the Government by mobilizing financing for a project entitled "Emergency replication of high-quality bean and potato seeds - support for the privatization of the seed-growing network". From October 1993 to June 1996, FAO carried out field operations costing nearly $1.4 million, of which $633,980 was provided by UNDP.

43. In August 1995, the Special Field Operations Service of FAO fielded a mission to assess and quantify priority emergency needs for the agricultural sector. In February 1996, FAO commenced its project entitled "Technical assistance to humanitarian programmes for rehabilitation of the agricultural sector", an activity that is ongoing.

44. The FAO Global Information and Early Warning System (GIEWS) continuously monitors the crop and food supply situation in Burundi and, through its regular publication Foodcrops and Shortages, Africa Report and Special Alerts Reports, keeps the international community informed on the situation in the country. An FAO/WFP crop and food supply assessment mission visited Burundi in August 1996.

F. United Nations Educational, Scientific and Cultural Organization

45. UNESCO established a "house for a culture of peace" in Burundi in December 1994. Its aim is to promote education for peace, human rights and democracy through the organization and convening of seminars, symposia and study projects. Participants in UNESCO activities have included government officials, private business persons, journalists and local community leaders. Approximately US$ 150,000 has been allocated to these consciousness-raising projects. UNESCO plans to continue peace education efforts by incorporating peace projects in formal and informal education systems, as well as adult literacy programmes.

46. Within the framework of the UNDP project on strengthening institutional capacities, UNESCO organized, in December 1995, through its "house for a culture of peace", a series of training seminars, on democracy, human rights and peace, for local government officials in various provinces. In February 1996, it provided, in cooperation with UNDP, training to parliamentarians on topics related to democracy and good governance. UNESCO will continue to support activities that promote a culture of peace and intends to establish a plan of action for Burundi in 1996-1997.

G. United Nations Children's Fund

47. UNICEF has broadened its efforts to meet the needs of women and children affected by the crisis in Burundi, becoming involved in areas more directly related to emergency assistance, including the provision of water by tanker to populations without direct access to potable water, the rehabilitation of water and sanitation structures and the distribution of essential medicines through specialized non-governmental organizations stationed throughout the interior.

48. UNICEF programmes during the past year continued to be focused in the areas of primary health care, basic education, water and sanitation, and special assistance to unaccompanied children. It expanded its advocacy activities, both within and outside the country, for the promotion of peace and reconciliation and designed a unique programme for peace education, with activities in the formal and informal education structures as well as in the refugee camps. From October 1993 to December 1995, UNICEF spent $16,292,871 for these activities. From January to May 1996, more than $3 million was spent, and another $2 million is the estimated requirement to complete programming for the remainder of 1996.

H. World Food Programme

49. WFP activities have continued to address the food security needs of refugee and displaced populations. WFP designed a number of special food-for-work programmes and activities for the promotion of women in order to support the resettlement of vulnerable populations and the rehabilitation of local infrastructures. While WFP focused primarily on providing food stocks to victims of the conflict, it shifted in part its programming, beginning in September 1994. Since that time, in addition to regular and ad hoc food distributions, food-for-work projects, involving small-scale economic recovery activities for which food was distributed in lieu of wages, have been implemented.

50. In 1996, WFP has been active in implementing these activities in most of the provinces of Burundi. Some 13,371 families (approximately 67,000 persons) are estimated to have achieved a measure of self-sufficiency through these programmes. As at 31 May 1996, the WFP current economic recovery programme was valued at 170,390,000 Burundi francs of food equivalent, or a distribution tonnage of more than 1,525 metric tons.

I. World Health Organization

51. WHO has continued to provide support for humanitarian assistance in the health sector, with special emphasis on strengthening the coordination role of the Ministry of Health and other national actors in the medical field. Its programmes have included the development of a national emergency preparedness plan and the strengthening of the country's technical capacity to combat endemic and epidemic diseases, including acquired immunodeficiency syndrome (AIDS). WHO deployed a number of surgeons and medical specialists throughout the country to support hospital activities and worked to ensure a steady supply of essential medicines, equipment and laboratory supplies for possible emergency situations.

From October 1993 to May 1996, WHO carried out activities with a total value of more than $575,000. This expenditure does not include WHO activities carried out under the auspices of the UNDP continuum health programme.

J. United Nations Environment Programme

52. The United Nations Environment Programme provided assistance in the form of projects designed to assist the economic recovery and reconstruction of the country. It sponsored the participation of one Burundi national in the sixth session of the African Ministerial Conference on Environment held at Nairobi from 11 to 15 December 1995. It also sponsored the participation of 10 Burundi nationals in the workshop on environmental training, held at Kigali from 17 to 24 September 1995.

K. International Monetary Fund

53. The International Monetary Fund has closely monitored developments in Burundi and assessed the financial requirements for economic recovery and reconstruction. In December 1995, a mission visited Bujumbura to conduct article IV consultations and carried out an assessment of the economic impact of the ongoing civil war. The mission discussed a strategy for economic recovery and reconstruction, providing for the resettlement of refugees and displaced persons and priority rehabilitation of the infrastructure. It held meetings with United Nations agencies and donors in Bujumbura to determine the scope of financial assistance for humanitarian relief. In assessing fiscal prospects for 1996, the mission identified a budgetary financing gap of about $42 million. Progress in national reconciliation and the restoration of political and social stability would pave the way for programmes that could be supported in the context of the Enhanced Structural Adjustment Facility.

IV. HUMANITARIAN AND DEVELOPMENT RESPONSES PROVIDED BY INTERGOVERNMENTAL AND NON-GOVERNMENTAL ORGANIZATIONS

54. As is the case for United Nations agencies, humanitarian non-governmental organizations, the International Committee of the Red Cross and the International Federation of Red Cross and Red Crescent Societies conducted operations where and when possible, utilizing local associations and administrations to reach the greatest number of families affected by the conflict. In the health sector, non-governmental organizations have medical teams stationed throughout the interior, implementing medical support activities out of hospitals and health centres and through mobile teams. Non-governmental organizations have also developed a strong presence in the following sectors: nutrition, non-food distribution, water and sanitation, agricultural assistance, reconciliation and reconstruction and social services.

55. Other non-governmental organizations have focused on the rehabilitation of local infrastructures, the reconstruction and maintenance of water and sanitation systems, and the reintegration of displaced persons and returnees into their home communities. In addition to their independent activities, many non-governmental organizations function as implementing partners of United Nations agencies. UNHCR care and maintenance activities in the Rwandan refugee camps are carried out in close collaboration with strong non-governmental organization partners. WFP and UNICEF also depend on the field implementation of non-governmental organizations for a great number of their activities.

56. Before its evacuation in early June 1995, ICRC programmes in Burundi included the distribution of essential non-food items and agricultural supplies, support to water and sanitation systems, health, and prison monitoring. The gap left by ICRC is profound, particularly because it maintained programmes in some of the areas most seriously affected by the conflict, areas that are not currently serviced by any other international organization.

V. ASSISTANCE PROVIDED BY MEMBER STATES

Cyprus

57. The Government of Cyprus contributed US$ 1,000 to the United Nations humanitarian assistance programme for the countries in the Great Lakes region and $1,000 to the UNHCR 1996 appeal for the Rwanda-Burundi emergency operation.

Denmark

58. In 1995, the Government of Denmark contributed a total of 66 million Danish kroner for humanitarian assistance to Burundi as follows:

International organizations

UNHCR	28 000 000
UNICEF	6 000 000
WFP	15 000 000
Total	49 000 000

Danish non-governmental organizations

Danish Red Cross	14 000 000
Save the Children, Denmark	3 000 000
Total	17 000 000

In 1996, the contribution for humanitarian assistance to Burundi totalled DKr 49,331,350, as follows:

International organizations

UNHCR	37 571 350

Danish non-governmental organizations

Danchurchaid	10 760 000
Danish Red Cross	1 000 000
Total	11 760 000

Rehabilitation and reconstruction support to Burundi in 1995

59. Danish rehabilitation and reconstruction support to Burundi in 1995 included the following:

(a) Parliament for Global Action: Support for Democracy, DKr 548,000;

(b) International Alert: Steering Committee for Burundi, DKr 431,000;

(c) Adventist Development and Relief Agency, Denmark: reconstruction of Kivoga school, DKr 2.7 million.

Finland

60. The Government of Finland has contributed a total of 6,410,000 markkaa for humanitarian assistance in Burundi for 1995-1996, as follows:

Organization	Amount
1995	
World Vision	210 000
Finnish Red Cross/ICRC	350 000
UNHCR	1 500 000
International Alert	100 000
Total for 1995	2 160 000
1996	
UNHCR	1 250 000
WFP	1 250 000
Finnish Free Foreign Mission	350 000
Finnish Red Cross/ICRC	1 200 000
International Federation of Human Rights (FIDH)	200 000
Total for 1996	4 250 000
Grand total	6 410 000

Germany

61. The Government of Germany provided the following relief assistance in 1995 and 1996:

Organization	Amount (Deutsche mark)
1995	
Embassy	150 501
ICRC	500 000
WHO	30 000
Foundation "Children in Africa"	12 458
UNHCR	506 725 a/
WFP	6 190 000
Total for 1995	7 389 684
1996	
Embassy	113 273
Foundation "Children in Africa"	521
ICRC	600 000
Total for 1996	713 794

a/ Refugees from Rwanda also benefit from these activities.

The total amount of relief assistance to Burundi in 1995-1996 was DM 8,103,478. Another 1 million deutsche marks in 1995 and 2 million in 1996 were spent for UNHCR refugee programmes in Rwanda and Burundi.

Japan

62. The Government of Japan provided the following relief assistance from 1 April 1995 to 31 March 1996:

(a) Emergency food aid to Burundi internally displaced persons and other victims, through WFP, $4.9 million (in rice);

(b) Humanitarian assistance to Burundi war victims, through ICRC, 100,000 Swiss francs;

(c) A subsidy to Japanese non-governmental organizations, amounting to 7.8 million yen;

(d) Assistance to the educational projects for the national reconciliatio of Burundi, through UNDP, $200,000;

(e) Emergency assistance to Rwanda and Burundi, through UNHCR, $24 million;

(f) Assistance for the improvement of the security situation in the refugee camps of Rwanda and Burundi refugees, through UNHCR, $1.7 million;

(g) Emergency food aid to Rwanda and Burundi refugees, internally displaced persons and other victims, through WFP, $11,760,000 (in wheat, maize and soy beans);

(h) Grant assistance for grass-roots projects by non-governmental organizations in Rwanda and Burundi, 51,750,000 yen.

Norway

63. In 1996, the Government of Norway provided assistance to Burundi in the amount of 15,165,147 Norwegian kroner, as follows:

Organization	Amount
Miscellaneous: Mr. Nyerere's visit to Oslo	23 178
The Carter Centre	323 175
Norwegian Refugee Council	1 743 569
International Alert	1 783 925
Norwegian Red Cross	4 635 000
Mr. Nyerere's Fund for Rwanda/Burundi Peace Talks	1 308 800
Médecins sans frontières - Oslo	1 280 000
Centre for Human Rights	300 000
UNHCR	3 767 500
Total	15 165 147

Spain

64. In 1995-1996, the Government of Spain contributed the following humanitarian assistance to Burundi:

(a) To the United Nations High Commissioner for Human Rights for the plan of operation of the Centre for Human Rights in Burundi, US$ 200,000;

(b) To the International Commission of Inquiry for Burundi, $10,000.

Switzerland

65. In 1995, the Government of Switzerland made the following contribution, totalling 675,000 Swiss francs:

(a) Technical cooperation, Sw F 142,000;

(b) Food assistance, Sw F 253,000;

(c) Humanitarian assistance, Sw F 280,000.

VI. CONCLUSIONS

66. The deepening of the political crisis in Burundi over the past year has created an ever more problematic context for organizations attempting to provide emergency assistance in the country. As violence throughout the country has escalated, growing numbers of people have been displaced from their homes, while insecurity has made it increasingly difficult to assist them. At the same time, humanitarian organizations have been the focus of attacks by extremist groups, forcing them either to withdraw from certain areas altogether or to significantly scale down their work. The recent sanctions have also had far-reaching implications for humanitarian assistance programmes. In this context, it is important to note that sanctions have been chosen by regional countries with major interests in Burundi's welfare as the best way of bringing pressure to bear on Burundi's new leadership. Regional leaders and other African States have made it clear that they expect the United Nations to support them and to respond positively to these significant developments. As the regional leaders continue to stress, there must be meaningful concessions to move the country towards an open national debate and power sharing. Without such concessions, increased incidences of massacres and hostility on both sides are inevitable.

67. The United Nations will continue to work with the regional Governments to ensure that essential humanitarian supplies can reach those most in need, in order to avoid suffering and deaths on a massive scale. In recent weeks, most basic services in Burundi have ceased to function. Rebels destroyed six electric power pylons, necessitating the use of scarce petrol for generators to run hospitals, schools and clinics. Bujumbura is running out of chemicals to treat the municipal water supply and clean water is rapidly becoming an increasingly scarce commodity throughout the country.

68. The possibility of further deterioration of the security situation in Burundi is only too evident. In this connection, the ongoing work of United Nations agencies and non-governmental organizations in Burundi to develop contingency planning is of crucial importance. These plans attempt to develop greater clarity about the roles and responsibilities of humanitarian partners as the situation evolves, while also strengthening United Nations coordination structures in the country and laying down concrete plans for dealing with possible mass population displacements. It should not be forgotten that United Nations agencies also continue to provide vital services to the more than 253,000 Burundians currently seeking refuge outside their country.

69. Notwithstanding the important work being undertaken by the regional leaders, former President Julius Nyerere, United Nations agencies and non-governmental organizations in Burundi, the tragic suffering of the Burundi population as a whole will continue until the Burundians themselves muster the necessary political will to find a solution to their country's difficulties. In this respect, it remains incumbent on the parties to the conflict to find a negotiated solution to the present crisis.

70. The country's difficult economic situation will further deteriorate as regional sanctions take effect. Under the circumstances, donors remain reluctant to fund programmes other than emergency ones. Yet, once the conditions laid down in Security Council resolution 1072 (1996) are fulfilled, the international community has expressed its willingness to support the people of Burundi with appropriate international assistance to complement a comprehensive political settlement, in particular by undertaking preparations for the convening of a pledging conference for the reconstruction and development of Burundi, when appropriate.